DOCUMENT RESUME

ED 053 100 SP 005 208

TITLE	Assessment of the Teacher Corps Program at Northern Arizona University and Participating Schools on the Navajo and Hopi Indian Reservations.
INSTITUTION	Comptroller General of the U.S., Washington, D.C.
PUB DATE	71
NOTE	41p.
EDRS PRICE	EDRS Price MF-$0.65 HC-$3.29
DESCRIPTORS	*American Indians, *Individualized Instruction, *Minority Groups, *Rural Education, *Teacher Education, Tribes
IDENTIFIERS	*Teacher Corps

ABSTRACT

Eleven of the schools in this Teacher Corps program are on the Navajo Reservation and one on the Hopi. Corps members provided individualized instruction and introduced several new teaching methods to make the instruction more relevant to the children's culture. These methods have now been adopted by the regular teaching staff. Corps members also participated in various education-related community activities, and devised and carried out a cultural exchange project with 25 Hawaiian children. Exposure to Indian members, who made up 42 percent of the Corps, gave the children incentive for their own schooling, and about three-quarters of the interns who had completed the program were hired as teachers in reservation schools. The program also broadened the university's teacher education program and fostered a more cooperative relationship among the various colleges in the university. The Arizona Department of Education plans to increase the dissemination of information on successful innovations used by the Corps, and the U.S. Office of Education plans to offer technical assistance through the Corps for evaluation and to cooperate with the department of education as soon as staff are available. (MBM)

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REPORT TO THE CONGRESS

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Assessment Of The Teacher Corps Program At Northern Arizona University And Participating Schools On The Navajo And Hopi Indian Reservations B-164031(1)

Office of Education

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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-164031(1)

To the President of the Senate and the
Speaker of the House of Representatives

This is our report on the assessment of the Teacher Corps program at Northern Arizona University and participating schools on the Navajo and Hopi Indian Reservations. This program, which was authorized by title V of the Higher Education Act of 1965 (20 U.S.C. 1101), is administered by the Office of Education, Department of Health, Education, and Welfare.

Our review was made pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67).

Copies of this report are being sent to the Director, Office of Management and Budget; the Secretary of Health, Education, and Welfare; and the Commissioner of Education, Department of Health, Education, and Welfare.

Comptroller General
of the United States

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ABBREVIATIONS

GAO	General Accounting Office
HEW	Department of Health, Education, and Welfare
LEA	Local Educational Agency

COMPTROLLER GENERAL'S REPORT TO THE CONGRESS

ASSESSMENT OF THE TEACHER CORPS PROGRAM AT NORTHERN ARIZONA UNIVERSITY AND PARTICIPATING SCHOOLS ON THE NAVAJO AND HOPI INDIAN RESERVATIONS

Office of Education
Department of Health, Education, and Welfare B-164031(1)

D I G E S T

WHY THE REVIEW WAS MADE

Because of interest expressed by committees and members of the Congress in the Teacher Corps program as a part of the overall Federal effort in the field of education, the General Accounting Office (GAO) has reviewed the program, nationwide. This report, one of a series, assesses the impact of the Teacher Corps program at Northern Arizona University and participating schools on the Navajo and Hopi Indian Reservations.

The Teacher Corps was established in the Office of Education, Department of Health, Education, and Welfare (HEW), under the Higher Education Act of 1965. The legislative objectives of the program are:

--To strengthen educational opportunities for children in areas having concentrations of low-income families.

--To encourage colleges and universities to broaden their programs for training teachers.

The Teacher Corps recruits and trains qualified teachers (team leaders) and inexperienced teachers (interns) for service in areas having concentrations of low-income families. Members of the Corps are assigned to schools in teams consisting of a team leader and interns. During their service, interns also engage in courses of study leading to college or university degrees and to qualification for State teaching certificates.

Local educational agencies are expected to pay at least 10 percent of the salaries of Teacher Corps members; the Office of Education pays the balance and also pays the costs of the interns' courses. (See p. 7.)

From its inception in July 1968 to May 1970, the program at Northern Arizona University (Navajo-Hopi program) had spent about $766,500 of Federal funds.

Of the 12 participating schools, 11 are on the Navajo Reservation--nine in Arizona and two in New Mexico. The 12th school is on the Hopi Reservation which is within the Navajo Reservation in Arizona. The Navajo Reservation has a population of 130,000; the Hopi Reservation has 6,000. (See p. 9.)

FINDINGS AND CONCLUSIONS

Strengthening educational opportunities

The Navajo-Hopi program increased the educational opportunities available to Indian children in schools to which corps members were assigned. (See p. 15.)

Corps members provided individualized instruction that otherwise would not have been available. (See p. 15.) They also introduced several new teaching methods that made the instruction more relevant to the culture and background of the children, such as

--use of Navajo-related stories, rather than Anglo-American-related ones, to teach reading;

--use of a unique 40-character alphabet, with a different character for each distinct sound, to teach reading;

--introduction of Navajo history into social studies; and

--simulation of transactions in a store to teach mathematics. (See p. 16.)

School officials stated that the new teaching methods had been successful and had been adopted by their regular teaching staffs. (See p. 18.)

Corps members participated in various education-related community activities benefiting children and their parents, such as

--visiting children's homes;

--attending tribal government, parent-teacher association, and school board meetings;

--teaching the Navajo language to local teachers; and

--teaching adult education classes. (See p. 20.)

Corps members devised and carried out a cultural exchange project in which 25 Hawaiian children visited the Navajo Reservation and 24 Navajo children visited Hawaii. It was the first trip away from the reservation for some of the Navajo children. One teacher cited a subsequent noticeable increase in the Navajo children's interest in social studies. (See p. 20.)

GAO noted that only 5 percent of the teachers in Bureau of Indian Affairs schools on the reservations were Navajo or Hopi Indians. (See p. 10.) Navajo or Hopi Indians constituted 42 percent of the Teacher Corps interns. (See p. 12.)

Exposure to Indian members of the Teacher Corps gave the Indian children incentive for their own schooling, because they could see what an educated Indian could accomplish. (See p. 15.) The program director plans to increase the number of Indian interns, if the program is funded in the future. (See p. 14.)

School officials believed that the interns were better trained for teaching the Indian children than were teachers trained by traditional methods. About three fourths of the 26 interns who had completed the program as of the time of GAO's review had been hired as teachers in reservation schools, and most of the interns still in training planned to accept such positions after their graduation. (See p. 21.)

Broadening teacher preparation programs

The Navajo-Hopi program had some degree of success in broadening Northern Arizona University's teacher preparation program. The university

--provided courses designed to give interns an understanding of the rudiments of the Indian language, culture, and history and

--modified existing courses to make their content more relevant to teaching Indian children. (See p. 23.)

For example, interns took courses in the Navajo language and community, the growth and development of Indian children, community relations, and the teaching of English to students from homes where another language is predominant. They were trained to teach mathematics and other subjects by using language, symbols, and concepts familiar to Indians. (See p. 23.)

Experience with the Teacher Corps influenced the university to make some changes in its regular teacher preparation program and to establish student-teaching centers where students in the regular program live, teach, and take academic courses.

University officials stated that the Teacher Corps program had fostered a more cooperative relationship among the various colleges within the university, through the program's use of some courses from outside the College of Education. Some professors who taught the interns became more aware of the environment of the Indian reservations. (See p. 24.)

GAO noted, however, that much of the special curriculum offered to Teacher Corps interns was not offered to students in the university's

regular teacher-training program. The university has begun a study to identify aspects of the Teacher Corps program that should be made available to other students. (See p. 25.)

Role of the Arizona Department of Education

Officials of the Arizona Department of Education agreed with GAO's opinion that the effectiveness of the Teacher Corps program could be enhanced through dissemination by the department of information on successful Corps innovations and teaching methods to other educational institutions in the State. The officials plan to increase their efforts in that area. (See p. 28.)

RECOMMENDATIONS OR SUGGESTIONS

The Secretary of HEW should see that the Office of Education

--stays abreast of the progress of the university's study of the ideas, experiments, and techniques used in the Navajo-Hopi program and encourages the university to incorporate the successful ones in its regular teacher preparation program (see p. 26) and

--cooperates with the Arizona Department of Education in its plans to disseminate information on successful innovations and teaching methods to other educational institutions in the State (see p. 29).

AGENCY ACTIONS AND UNRESOLVED ISSUES

HEW's Assistant Secretary, Comptroller, concurred with GAO's recommendation regarding the university's study. He said Teacher Corps headquarters would provide technical assistance to ensure timely evaluation of future Corps programs at the university. (See p. 26.)

He said also that HEW concurred in GAO's recommendation that the Office of Education cooperate with the Arizona Department of Education but preferred to delay action until the Department could provide staff and expertise to carry out its plans. (See p. 29.)

MATTERS FOR CONSIDERATION BY THE CONGRESS

Committees of the Congress, in their deliberations on extending the Teacher Corps program, may wish to consider the information in this report and others in the series on the program's effectiveness in achieving legislative objectives and on steps needed to improve effectiveness.

CHAPTER 1

INTRODUCTION

We evaluated the effectiveness of the Teacher Corps program at Northern Arizona University, Flagstaff, Arizona, and participating schools in accomplishing the legislative objectives of Teacher Corps. The schools were located in Arizona and New Mexico on the Navajo and Hopi Indian Reservations. The objectives of the program are:

--To strengthen the educational opportunities available to children in areas having concentrations of low-income families.

--To encourage colleges and universities to broaden their programs of teacher preparation.

To accomplish these objectives, the Teacher Corps is authorized to (1) attract and train qualified teachers who will be made available to local educational agencies (LEAs) for teaching in areas of low-income families,[1] (2) attract and train inexperienced teacher-interns who will be made available for teaching and in-service training to LEAs in such areas in teams led by experienced teachers, (3) attract volunteers to serve as part-time tutors or full-time instructional assistants in programs carried out by LEAs and institutions of higher education serving such areas, and (4) attract and train educational personnel to provide training, including literacy and communications skills, for juvenile delinquents, youth offenders, and adult criminal offenders. The latter two means of achieving the objectives were authorized subsequent to the commencement of our review by Public Law 91-230--an act to extend programs of assistance for elementary and secondary education--approved April 13, 1970, and therefore were not within the scope of our review.

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[1]The enabling legislation permitted experienced teachers to be assigned to LEAs individually or as the heads of teaching teams. Public Law 90-35, approved June 29, 1967, amended the legislation by permitting experienced teachers to be assigned only as the heads of teaching teams.

This review was one of several made by GAO at selected universities and LEAs throughout the Nation.

OPERATION OF THE TEACHER CORPS PROGRAM

The Teacher Corps was established in the Office of Education, Department of Health, Education, and Welfare, pursuant to title V, part B, of the Higher Education Act of 1965, as amended (20 U.S.C. 1101). The Teacher Corps is basically a locally controlled and operated program. The Office of Education provides funds to operate approved Teacher Corps programs which have been locally conceived to meet local needs and which have been approved by the applicable State educational agency. To be eligible for approval, a program must be designed to serve children in areas having high concentrations of poverty.

Persons eligible to be enrolled in the Teacher Corps are (1) experienced teachers, (2) persons who have baccalaureate degrees or their equivalents, and (3) persons who have completed 2 years in programs leading to baccalaureate degrees. After selection, the corps members are placed in teams consisting of a team leader and a number of interns. During their service, the interns receive training and instruction leading to degrees from the participating colleges or universities and to qualification for State teaching certifications. The training consists of academic courses, work in the classrooms of local schools, and participation in community-based education activities.

While in the schools, corps members are under the direct supervision of officials of the LEAs to which they are assigned. With certain exceptions, LEAs are authorized to (1) assign and transfer corps members within the school systems, (2) determine the subjects to be taught, and (3) determine the terms and continuance of the assignment of corps members within the system. Corps members, however, may not be used to replace any teachers who are or otherwise would have been employed by the LEAs.

The Teacher Corps program operates on a cycle basis. Generally a cycle consists of preservice training--a period of no more than 3 months during which corps members' suitability for acceptance into the program is determined--and

2 academic years with an intervening summer. Certain programs, however, operate for shorter periods of time. The authorizing legislation provides for enrollment of corps members for periods up to 2 years. A new Teacher Corps cycle has started each year, the first cycle having begun in 1966.

The cost of the interns' courses and the administrative costs of the colleges or universities and the LEAs are paid by the Office of Education. The LEAs are expected to provide at least 10 percent of the corps members' salaries and related benefits while they are in the schools, and the Office of Education provides the remainder.

A team leader is to be compensated at a rate agreed to by the LEA and the Commissioner of Education. At the time our review began, an intern was compensated at either a rate which was equal to the lowest rate paid by the LEA for teaching full time in the school system and grade to which the intern was assigned or $75 a week plus $15 a week for each dependent, whichever amount was less. Public Law 91-230, however, amended the compensation authorized by providing that an intern be paid at either a rate which did not exceed the lowest rate paid by the LEA for teaching full time in the school system and grade to which the intern was assigned or $90 a week plus $15 a week for each dependent, whichever amount was less.

FUNDING

From inception of the Teacher Corps program in fiscal year 1966 through fiscal year 1970, funds authorized and appropriated by the Congress for the Teacher Corps program, nationwide, were as follows:

Fiscal year	Authorization	Appropriation
1966	$36,100,000	$ 9,500,000
1967	64,715,000	11,323,000
1968	33,000,000	13,500,000
1969	46,000,000	20,900,000
1970	80,000,000	21,737,000

The Navajo-Hopi program has been operational since the third Teacher Corps cycle, which began in 1968. As of May 1970, Northern Arizona University and the participating local schools involved in the Navajo-Hopi program had expended about $766,500 of funds provided by the Office of Education, as follows:

Grantee	Amount expended
Northern Arizona University	$338,400
Participating reservation schools:	
Bureau of Indian Affairs schools	342,500
Tuba City Public Elementary School	60,300
Keams Canyon Public School	25,300
Total	$766,500

PROGRAM PARTICIPATION

Certain nationwide data relating to Teacher Corps program participation from its inception in fiscal year 1966 through fiscal year 1970 is shown in the tabulation below.

	Entered program			Completed program			Rate of dropout		
Cycle	Interns	Team leaders	Total	Interns	Team leaders	Total	Interns	Team leaders	All corps members
							(percent)		
I	1,[illegible]	337	1,616	627	170	797	51	50	51
II	8[illegible]2	152	1,034	674	143	817	24	6	21
III	1,029	186	1,215	832	170	1,002	19	10	18
IV[a]	1,375	200	1,575	-	-	-	-	-	-
V[a]	1,445	221	1,666	-	-	-	-	-	-

[a]Participants had not completed program at time of GAO review.

CHAPTER 2

NAVAJO-HOPI TEACHER CORPS PROGRAM

The Navajo-Hopi Teacher Corps program has been a cooperative effort involving Northern Arizona University, 10 elementary schools operated by the Department of the Interior's Bureau of Indian Affairs, two public elementary schools, local communities, and the Arizona Department of Education. Of the 12 schools that have participated, 11 are located on the Navajo Indian Reservation--nine in Arizona and two in New Mexico. The other participating school is located on the Hopi Indian Reservation in Arizona.

There is an extreme shortage of Navajo and Hopi teachers on the reservations. The program is designed to improve the educational opportunities available to children on the reservations by developing teachers, primarily of Navajo or Hopi descent, who, without the program, would remain potentially able to teach on the reservations but who might not actually try teaching. It was the view of program organizers that traditional teacher preparation methods applicable to middle-class public schools were not producing entirely effective teachers for Indian children. Therefore the program was intended to provide a curriculum to the interns that was geared specifically to the Indian children's culture.

The Navajo Reservation encompasses parts of Arizona, New Mexico, and Utah and has a population of about 130,000. The Hopi Reservation, which is situated inside the boundary of the Navajo Reservation and entirely within Arizona, has a population of about 6,000. Appendix I is a map of these reservations.

Northern Arizona University is located near the southwest corner of the Navajo Reservation. During the 1968-69 school year, the university had a full-time enrollment of about 6,500 undergraduate and 500 graduate students. The university's College of Education graduates about 400 teachers annually. According to a university official,

about 34 teachers trained in the university's regular teacher preparation program between 1968 and 1970 have taken positions on the Navajo and Hopi Reservations.

For the 1970-71 school year, the Bureau of Indian Affairs employed about 1,000 teachers for its schools on the Navajo Reservation and about 50 teachers for its schools on the Hopi Reservation. Less than 60, or about 5 percent, of these teachers were Navajo or Hopi Indians. About 400 additional teachers were employed by the public schools on the reservations. Appendix II is a comparison of ethnic backgrounds and other general information pertaining to teachers and children at certain schools included in our review.

The Navajo-Hopi program has been funded for two cycles--cycle III which operated from July 1968 through May 1970 and cycle IV which began operation in June 1969 and which is scheduled for completion in May 1971. Interns received their training in four basic phases: (1) preservice, (2) first-year in-service, (3) intervening summer, and (4) second-year in-service.

The preservice and intervening summer training phases were conducted at the university. The major purpose of preservice was to give interns an understanding of what they could expect to encounter on the reservations. Training during the intervening summer consisted of the interns' taking academic courses, including a course dealing with teaching English to students coming from homes where English is not the predominant language. During the two in-service training phases from September through May of each year, the interns lived and received on-the-job training at the reservation schools where they were assigned. They participated in community activities and took academic courses.

Because the reservation schools were located long distances (40 to 225 miles) from the university, the interns could not take their academic courses at the university during the in-service training phases. In 1969, after finding that it was impractical to send instructors to central locations where the interns were assembled or to the individual schools, the university decided to use a video

tape technique. This involved recording courses on video tape at the university and distributing the tapes to the schools where the interns were training.

Although joint program proposals were developed by them, the university, the Bureau of Indian Affairs, and the public schools prepared separate budgets and financial reports and submitted them to the Office of Education for each cycle in which they participated. They also received separate grants from the Office of Education.

The Navajo-Hopi program was administered by a program director who was on the faculty of the university's College of Education. Designated coordinators, who acted in behalf of the Bureau of Indian Affairs and the superintendents of the public schools, administered the program for the participating schools.

SELECTION OF INTERNS

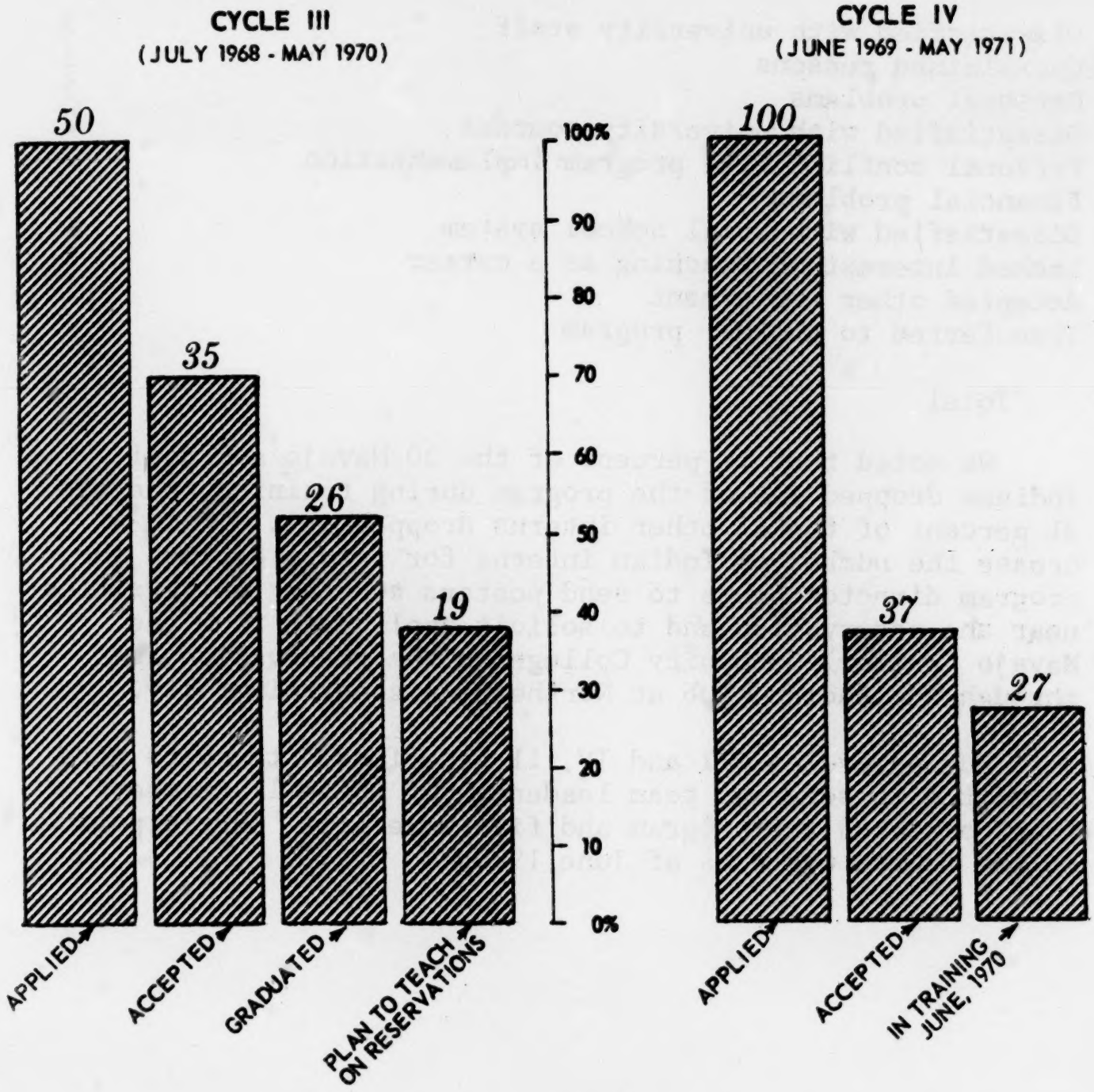
The Navajo-Hopi program's selection process was generally effective in providing interns qualified to be trained as teachers of disadvantaged Indian children.

Interns for the third cycle were selected by a panel consisting of representatives from the university and some of the participating schools. For the fourth cycle, one or two community representatives and team leaders and interns from the third cycle were added to the selection panel.

The Navajo-Hopi program director told us that representatives from each of the participating schools were invited to all the selection panel meetings but that many did not attend. He stated that community representatives were not asked to participate in the selection of interns for the third cycle, because the program was scheduled to begin shortly after its authorization by the Office of Education.

The program director informed us that the university had tried to recruit as many Navajo and Hopi Indians as could meet the established qualifications. The program for the third cycle was designed to include students who were working toward either bachelor's or master's degrees. In the fourth cycle the program was intended to be exclusively for undergraduate students. It was desired that an intern have at least a C-grade average and be from 21 to 30 years old.

Approximately 150 persons applied for intern positions in cycles III and IV of the Navajo-Hopi program. Of these 150 persons, 72 were accepted for training as teachers of children on the Navajo and Hopi Indian Reservations, including 30 (42 percent) who were either Navajo or Hopi Indians. As of June 1970, 26 interns, including 19 who planned to teach on the reservations, had completed the third cycle and 27 interns were still participating in the fourth cycle which was not scheduled for completion until May 1971. This data, as it relates to the respective program cycles is shown in the graph on the following page.



Of the 72 interns in the two cycles, 19, or 26 percent, dropped out of the program before completion, for the following reasons.

Dissatisfied with university staff	3
Unexplained reasons	3
Personal problems	3
Dissatisfied with university courses	2
Personal conflict with program implementation	2
Financial problems	2
Dissatisfied with local school system	1
Lacked interest in teaching as a career	1
Accepted other employment	1
Transferred to another program	1
Total	19

We noted that 17 percent of the 30 Navajo and Hopi Indians dropped out of the program during training, whereas 31 percent of the 42 other interns dropped out. To increase the number of Indian interns for future cycles, the program director plans to send posters to other universities near the reservation and to solicit applicants from the Navajo (junior) Community College on the reservation and through the Indian club at Northern Arizona University.

During cycles III and IV, 11 experienced teachers were recruited to serve as team leaders. Of these 11 teachers four completed the program and five were still participating in the fourth cycle as of June 1970.

CHAPTER 3

DID THE PROGRAM STRENGTHEN EDUCATIONAL OPPORTUNITIES FOR CHILDREN OF LOW-INCOME FAMILIES?

We believe that the Navajo-Hopi program strengthened the educational opportunities available to Indian children in participating schools where the Teacher Corps teams were assigned. We found that participating schools were in areas having concentrations of low-income families.

The interns provided the children with more individualized instruction, which gave them additional educational opportunities that would not otherwise have been available. Exposing the children to Indian corps members provided an educational stimulus by showing the children what an Indian could accomplish through education.

Some new approaches to educating children were introduced in the schools. Many of these ideas were adopted and used by regular teachers after the interns completed their assignments. Corps members initiated or participated in certain community activities, which resulted in increased interest on the part of the children or parents in various aspects of education. Also about three fourths of the corps members who had completed the program as of the time of our review were retained as teachers in reservation schools.

WORK PERFORMED BY CORPS MEMBERS IN PARTICIPATING SCHOOLS

Corps members were assigned to schools in teams consisting of a team leader and from four to nine interns. Team leaders were responsible for supervising the interns and acted as liaison officer between the interns and the regular teachers, principals, and university officials. The responsibilities of team leaders were designed to prepare them for supervisory positions in the Bureau of Indian Affairs schools and public schools on the reservations. While at the schools, the teams were under the supervision of the principals and teacher supervisors and worked in cooperation with regular teachers.

Utilization of interns

On the basis of discussions with school principals, teacher supervisors, and interns in five schools, we learned that the interns generally began their training by observing regular teachers in classroom situations and gradually expanded this training by planning lessons, tutoring individuals, and working with small groups, until they ultimately taught entire classes. (See photograph furnished by the Office of Education on p. 17.) The interns were rotated periodically, to expose them to a number of regular teachers and teaching situations and to give them the opportunity to teach classes in many different subjects.

Our analysis of information obtained from interns showed that they generally spent about 60 percent of their time training in classrooms in the schools to which they had been assigned, 20 percent of their time in community activities, and the remaining 20 percent on academic study.

Innovative teaching approaches introduced by corps members

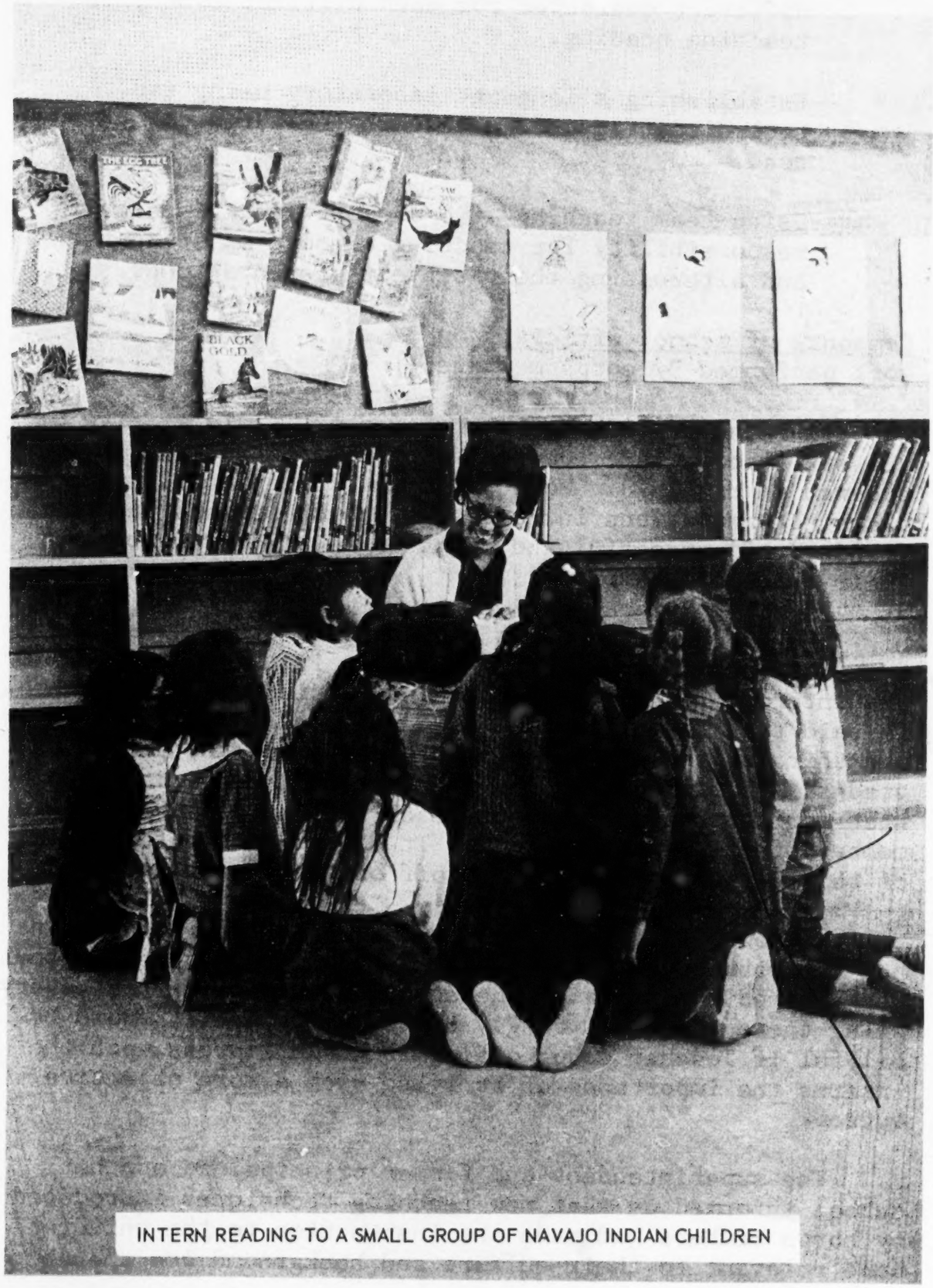
The schools participating in the Navajo-Hopi program did not develop plans which identified and outlined innovations that would be tested with the help of Teacher Corps interns. Rather, the interns were generally allowed, and in some cases encouraged, to innovate in the classrooms. As a result, several innovative teaching methods were introduced in the schools where the interns were assigned. These new teaching methods included:

--Using Navajo rather than Anglo-American-related stories to teach reading.

--Simulating transactions in a store to teach mathematics.

--Introducing instruction in Navajo history in social studies classes.

--Comparing Navajo and English expressions in the instruction of English.



INTERN READING TO A SMALL GROUP OF NAVAJO INDIAN CHILDREN

--Using a unique 40-character alphabet, with a different character for each distinct sound, in teaching reading.

--Establishing a language laboratory using tape recordings for use in teaching children to read.

--Using team teaching--two or more teachers sharing responsibility for teaching a group of students and alternating their subject presentations.

Comments of school officials on work performed by corps members

In December 1970 we interviewed officials of five of the six schools that completed their participation in the program in May 1970. Most of these officials told us that teaching innovations introduced by corps members had been found to be successful and had been adopted by members of their teaching staffs.

The principal at one of the schools stated that the team-teaching concept, which had been initiated entirely by the interns, had been expanded and carried on at his school. He said that team teaching was being used in approximately one third of the school--all the third, fourth, and fifth grades. He stated also that the interns seemed to be somewhat more enthusiastic about teaching than did the average member of his teaching staff. It seemed to him that some of this enthusiasm had rubbed off on the other teachers.

Although this principal acknowledged that the interns had contributed good ideas to the school, he commented that they seemed to arrive at the school with an idea that everything there would be wrong. He believed that it would be helpful if Teacher Corps officials would impress upon the interns the importance of arriving with a more objective outlook.

The superintendent and former principal at another school informed us that new teaching techniques introduced by corps members had made the instruction to the children more relevant to their culture and background and thereby

had made it easier for the children to understand the teachers' presentations. He stated that these techniques, which the interns had applied very successfully, had been adopted by many members of his teaching staff. He stated also that he had initiated a study to identify additional ways to make courses more relevant.

Another principal stated that, although she could not point to specific teaching innovations which the interns had introduced and which had been carried on by some members of the teaching staff, she believed that the interns had made the other teachers more conscious of the need to make the academic courses in the schools more relevant to the children's backgrounds.

A teacher-supervisor at another school told us that the expanded use of the team-teaching technique at his school was the result of the interns' efforts. He also pointed out that the interns had introduced certain discussions of Navajo history and culture into the social studies classes. He stated that the expanded curriculum had been continued in the social studies classes even though the interns had left and that the school was in the process of developing a text to teach Navajo history and culture.

Another school official whom we interviewed was of the opinion that interns seemed to have the philosophy that they had to change the way that children were being taught in the school and that they did not give fair consideration to whether changes were in order. He pointed out that he did not feel that this philosophy was particularly a fault of the way the Teacher Corps program was being operated but rather that it was due to the personality of the individual interns assigned to his school.

EDUCATION-RELATED COMMUNITY ACTIVITIES

Although the legislation does not specifically require the involvement of corps members in community activities, the Teacher Corps guidelines encourage such involvement. The intent of the corps members' involvement in community activities is not only to give the interns an understanding of the children and their environment but also to educate parents and children of low-income families.

We learned from discussions with team leaders and school officials that corps members participated in various community activities and projects. One community project provided for 25 Hawaiian children and their chaperones to visit the Navajo Reservation and for 24 Navajo children and their chaperones to visit Hawaii. The project was selected, planned, and carried out by the interns at one school. It offered some of the children their first opportunity to travel away from the reservation and to see other people of similar complexion. The principal and teachers at the school believed that the project was worthwhile, and one teacher cited a subsequent noticeable increase in the children's interest in social studies.

The project was received favorably by the local community. It was financed primarily with Federal funds obtained through the Bureau of Indian Affairs and the Office of Economic Opportunity. The interns planned a similar exchange project for the 1970-71 school year.

A team of interns at another location visited numerous homes in the community and learned that the parents were very interested in having an adult education program. This interest led to the establishment of adult education classes as a community project. Attendance at classes varied from 15 to 40 adults, and 13 adults ultimately passed most parts of a high school equivalency test. The project was considered quite successful by the school principal, team leader, and interns and was subsequently adopted by the local high school.

The team assigned to two other schools made a survey to acquaint themselves with the political organization, the economic conditions, and the educational needs in the local

communities. As a result of suggestions by adults in the communities, the interns established adult education courses. Another community project involved the teaching of the Navajo language to the local teachers.

The interns also visited students' homes; worked with Girl Scouts; and attended tribal government, parent-teacher association, and school board meetings.

Team leaders and officials of the schools where the corps members were assigned told us that the community activities undertaken by the interns had been successful.

RETENTION OF CORPS MEMBERS AS REGULAR TEACHERS

Of the 26 interns who had completed the Navajo-Hopi program as of May 1970, 19 (about 75 percent) had accepted teaching positions in reservation schools. Of the 19 teachers retained, seven were Navajo or Hopi Indians. As of May 1970, 27 additional interns, including 17 Navajo or Hopi Indians, had completed the first year of their assignments. Through interviews, we learned that at least 23 of these interns planned to teach in reservation schools after they graduated in May 1971.

Principals and teacher-supervisors at the reservation schools where the interns trained generally considered the graduates of the Navajo-Hopi program to be better trained for working with Indian children on the reservations than were teachers trained under traditional methods. They pointed out that teachers prepared by the traditional methods, which emphasize subject matter and teaching methods applied to the typical middle-class public school, are deficient in such practical aspects as Indian culture and language. Although some school officials believed that the interns were not as well prepared academically and in teaching methods as were other teachers, they considered the interns to be well prepared from a practical application standpoint, and most believed that the interns would be better overall teachers as a result.

The director of the Navajo-Hopi program stated that the graduated interns who were employed as full-time teachers in the reservation schools could strengthen the educational

opportunities available to the Indian children by becoming catalysts for educational changes at the schools. We noted that three of the four team leaders who completed the program in May 1970 had taken positions in Navajo Reservation schools. One team leader was to be a teacher-supervisor and the other two were to be teachers. School officials planned to offer the latter supervisory positions as soon as such positions became available.

CONCLUSION

It is our opinion that the Navajo-Hopi program has strengthened educational opportunities available to children on the Navajo and Hopi Indian Reservations, in line with the legislative objective of the Teacher Corps program.

The objective was accomplished by recruiting and training, as teachers of disadvantaged children, persons who, upon completion of their assignments, were considered by school officials to be better trained for teaching Indian children than were teachers prepared by traditional programs. Schools on the Navajo and Hopi Reservations willingly offered teaching positions to the interns who graduated. We believe that the number of Indians in the program who have taken or plan to take teaching positions will significantly increase the number of Indian teachers in schools on the reservations. Estimates furnished by local officials of the Bureau of Indian Affairs showed that, at the time of our review, about 60 Navajo or Hopi teachers were employed at the Bureau's schools on the Navajo and Hopi Reservations.

The Teacher Corps interns provided more individualized instruction and introduced some new approaches to educating children, and many of the approaches were continued in the schools after the interns had completed their assignments. The interns' efforts gave the children educational opportunities that otherwise would not have been available to them. Exposing the children to Indian corps members provided the children with an educational stimulus. Community activities which were organized by the corps members provided additional educational benefits to children and adults on the reservations.

CHAPTER 4

DID THE PROGRAM BROADEN NORTHERN ARIZONA UNIVERSITY'S TEACHER PREPARATION PROGRAM?

The Teacher Corps program at Northern Arizona University had some degree of success in broadening the university's teacher preparation program. The university trained the Teacher Corps interns by (1) providing courses that were designed to give them an understanding of the rudiments of the Indian language, culture, and history and (2) modifying courses to make the content more relevant for preparing the interns to teach Indian children. Experience with the Teacher Corps influenced the university to make certain changes in its regular teacher preparation program; however, much of the special curriculum offered to the Teacher Corps interns was not offered as part of the university's regular teacher preparation program.

As stated on page 21, principals and teacher-supervisors at the reservation schools where the interns trained generally considered the graduates of the Navajo-Hopi program to be better prepared for working with Indian children on the reservations than were teachers prepared by traditional methods. No formal procedures were established by the university, however, for evaluating the various ideas, experiments, and approaches that were used by the Navajo-Hopi program until December 1970--2-1/2 years after the program started.

ACADEMIC COURSES OFFERED TO TEACHER CORPS INTERNS

The teacher preparation curriculum offered to other students at Northern Arizona University was revised extensively for the Teacher Corps interns. The changes were designed to prepare the interns for teaching on the reservations. For example, the interns took several courses that were not in the teacher preparation curriculum of other students. These courses related to such subjects as the Navajo language, the Navajo community, the growth and development of Indian children, community relations, and the teaching of English to students coming from homes where English is not the predominant language.

Instructors at the university informed us that they had adjusted the content of the interns' courses so that the courses would be more applicable to the Indian culture in which the interns were being trained to teach. For example, a mathematics instructor stated that, although he had not changed basic mathematical concepts when he worked with the interns, he had explained the application of the concepts in language and symbols that would be better understood by Indians. A psychology instructor explained that the implementation of principles of learning varied among various cultures and that he had emphasized the Indian applications when working with the interns. He illustrated his point by stating that other elementary school children normally are encouraged to compete with each other to learn, whereas Navajo children must be encouraged to work as groups since they will not compete with one another.

INFLUENCE OF TEACHER CORPS ON THE UNIVERSITY'S REGULAR TEACHER PREPARATION PROGRAM

University officials informed us that a lack of available positions for student teachers in the elementary schools in the Flagstaff area had caused the university to look elsewhere for such teaching positions. Drawing upon its experience in providing courses to the Teacher Corps interns while they were training away from the university, the university took the further step of establishing two student-teaching centers near Phoenix, Arizona, where there were still student-teaching opportunities available. At these centers students in the university's regular teacher preparation program live, teach, and take academic courses. The centers became operational in the fall of the 1970-71 school year. The officials stated that the university would consider establishing a similar center on the Navajo Reservation if the first two centers were successful.

The dean of the university's College of Education told us that the Teacher Corps program had fostered a more cooperative relationship among the various colleges within the university through the college's use of certain courses from outside the College of Education. The assistant dean felt that certain university professors who taught the interns' courses had become more aware of the environment on Indian reservations. He stated that he included a discussion of the opportunity to teach on Indian reservations in

his own introductory education course. He also planned to make a film which would highlight the unique aspects of teaching on reservations.

We noted that, as of August 1970, only one of the specially designed courses for the Teacher Corps interns had been offered in the university's regular teacher preparation program. This course, involving internship in schools and communities on Indian reservations, is offered as a substitute for student teaching in the elementary schools in Flagstaff. The regular students' curriculum, however, includes only one semester of this course, compared with four semesters for Teacher Corps interns, and the university has not established a method of providing other courses to the regular students while they are training on the reservations.

The Navajo-Hopi program proposals for cycles III and IV, submitted to the Office of Education in March and December of 1968, respectively, outlined the specialized curriculum which would be offered to interns and emphasized that the program would enable Northern Arizona University to study the effects of this specialized curriculum and consider applying it to other students at the university.

The study had not been undertaken at the time that we completed our fieldwork at the university in August 1970. In April 1970, we had discussed with university officials the apparent need for such a study in furthering the objectives of the Teacher Corps program. In December 1970 the assistant dean of the College of Education told us that the study was under way and should be completed by May 1971.

CONCLUSION

We believe that the Navajo-Hopi program had some degree of success in encouraging the university to broaden its teacher preparation program. The university provided the interns with courses more relevant to their needs as prospective teachers of Indian children. Experience with the Teacher Corps influenced the university to make certain changes in its regular teacher preparation program. The university, however, did not undertake an evaluation of the Navajo-Hopi program to identify those aspects which warranted inclusion in its regular teacher preparation curriculum until December 1970--2-1/2 years after the program started.

RECOMMENDATION TO THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE

We recommend that the Secretary of HEW provide for the Office of Education to stay abreast of the progress of the university's study of the various ideas, experiments, and techniques used in the Navajo-Hopi program and encourage the university to incorporate in its regular teacher preparation curriculum those aspects of the program that are found to be successful.

- - - -

The Assistant Secretary, Comptroller, HEW, commented on a draft of our report by letter dated March 8, 1971. (See app. III.) He stated that our conclusions were sound and that our recommendations were sufficiently objective to produce the action required to make the program more effective. He said that HEW's comments were the product of a review of the draft of our report by cognizant departmental and Office of Education staff and of the responses from the director of the Navajo-Hopi program, the dean of the Northern Arizona University College of Education, officials of the Arizona Department of Education, and local school officials associated with the program.

The Assistant Secretary stated also that HEW concurred in our recommendation that the Office of Education stay abreast of the university's study and encourage adoption of successful program features into the university's regular

teacher preparation program. He noted that, after our review had been completed, three additional Teacher Corps courses had been made available to students in the university's regular teacher preparation program. He noted also that the university's College of Education had established a student-teaching center at one of the schools participating in the Teacher Corps program on the Navajo Reservation. The first non-Teacher-Corps students were to be assigned to the center for the spring semester of 1971.

The Assistant Secretary pointed out that Northern Arizona University had submitted an impressive proposal for a sixth-cycle Teacher Corps program, which demonstrated planning to ensure program continuity as Federal funds were withdrawn. He stated that the Teacher Corps headquarters would monitor the sixth-cycle program and provide technical assistance to encourage and ensure timely evaluation of program activities.

CHAPTER 5

ROLE OF THE ARIZONA DEPARTMENT OF EDUCATION IN THE PROGRAM

Teacher Corps legislation requires that the appropriate State educational agencies approve program proposals. The Office of Education encourages State agencies to review proposals in the light of the States' educational objectives and priorities.

Officials of the Arizona Department of Education advised us that they considered the department to be a minor participant in the Navajo-Hopi program. They stated that the department had reviewed the program proposals to satisfy itself that they were educationally sound and had obtained clarification of the contents, when considered necessary, before notifying the Office of Education of its approval. Department officials stated also that they had visited the university during the preservice orientation phase of the program to meet with the corps members and learn more about the program's operation.

The Department's director of teacher certification, who was the former liaison officer for the Teacher Corps program, said that the type of curriculum given the Navajo-Hopi program interns appeared to be very good for preparing the interns for teaching on the reservations. It was his opinion that all students who intended to teach on the reservations should be given the same or similar-type curriculum. Department officials stated, however, that they had not disseminated information on the operations of the Navajo-Hopi program to other universities in Arizona.

We apprised officials of the Arizona Department of Education of our view that the department could contribute to the achievement of Teacher Corps objectives by obtaining information on successful techniques and results of the Teacher Corps program and disseminating this information to other educational institutions in the State that could benefit from such information. We noted that about 40 percent of the approximately 180 new teachers hired for schools on the Navajo and Hopi Reservations for the 1970-71 school year

came from three colleges in Arizona--Northern Arizona University, the University of Arizona, and Arizona State University.

Department officials stated that they planned, through visits to program sites, to learn how educational innovations introduced in the schools and the university were working out and planned also to disseminate information about successful innovations to other educational institutions in the State.

RECOMMENDATION TO THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE

We recommend that the Secretary of HEW provide for the Office of Education to cooperate with the Arizona Department of Education in its plans to assume a more active role in disseminating information concerning successful techniques and teaching methods to other educational institutions in the State.

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The Assistant Secretary stated that HEW concurred in our recommendation but preferred to delay specific action until such time as the Arizona Department of Education indicated that it could provide staff, time, and personnel expertise to carry out its plans. He stated also that a closer relationship had been established between the Arizona Department of Education and the Teacher Corps program and that the department had established a new procedure for keeping itself informed of Teacher Corps activities and of changes in Northern Arizona University's teacher-training program.

CHAPTER 6

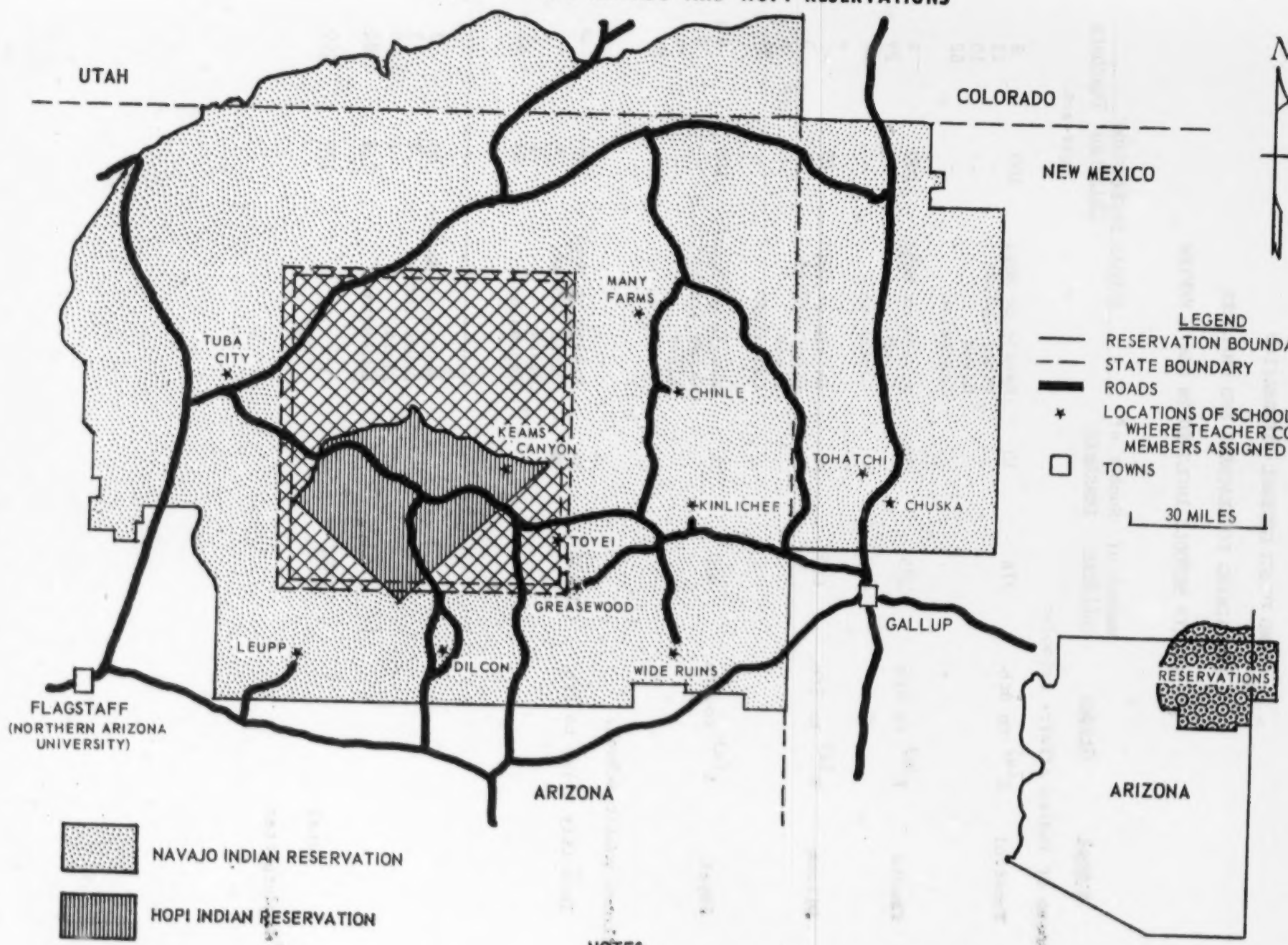
SCOPE OF REVIEW

We reviewed the legislative history of the Teacher Corps program and the related policies, procedures, and guidelines of the Office of Education. We reviewed records relating to selection of corps members, activities of corps members in the schools and at Northern Arizona University, retention of corps members in teaching after completion of Corps service, and various administrative aspects of the program.

Our review was performed at the Teacher Corps headquarters in Washington, D.C., Northern Arizona University, the Navajo Area Office of the Bureau of Indian Affairs in Arizona, and Bureau of Indian Affairs schools and public schools on the Navajo and Hopi Indian Reservations. We also interviewed interns, team leaders, teachers, local school officials, Northern Arizona University officials, Teacher Corps officials, and Arizona Department of Education officials.

APPENDIXES

MAP OF THE NAVAJO AND HOPI RESERVATIONS



NOTES:

MAP PREPARED BY GAO FROM AN OFFICIAL BUREAU OF INDIAN AFFAIRS' MAP TO SHOW APPROXIMATE LOCATIONS OF SCHOOLS PARTICIPATING IN NAVAJO-HOPI PROGRAM.

[a] BOUNDARY OF THE HOPI RESERVATION IS UNDER DISPUTE.

APPENDIX II

COMPARISON OF ETHNIC BACKGROUNDS AND OTHER GENERAL INFORMATION PERTAINING TO TEACHERS AND CHILDREN AT CERTAIN SCHOOLS INCLUDED IN GAO'S REVIEW

School	Grades	Number of children	Number of teachers	Ethnic background	Children	Teachers
					(percent)	
Bureau of Indian Affairs schools:						
Tohatchi	K[a] to 8th	376	13	Navajo or Hopi	100	8
				Other Indian	-	15
				Black	-	15
				Caucasian	-	62
Chuska	K[a] to 8th	595	24	Navajo or Hopi	100	4
				Black	-	29
				Caucasian	-	67
Dilcon	K[a] to 8th	680	32	Navajo or Hopi	99	-
				Other Indian	1	3
				Black	-	6
				Caucasian	-	91
Toyei	K[a] to 8th	610	24	Navajo or Hopi	100	4
				Other Indian	-	4
				Black	-	4
				Caucasian	-	88
Arizona public school:						
Tuba City	1st to 8th	1,138	54	Navajo or Hopi	80	4
				Other Indian	6	-
				Black	1	2
				Caucasian	13	94
				Navajo or Hopi	93	3
				Other Indian	2	3
				Black	1	9
				Caucasian	4	85
Total		3,399	147		100	100

[a]Kindergarten

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D.C. 20201

OFFICE OF THE SECRETARY

MAR 8 1971

Mr. Philip Charam
Associate Director
United States General
Accounting Office
Washington, D.C. 20548

Dear Mr. Charam:

The Secretary has asked that I reply to your letter dated December 28, 1970, with which you forwarded the draft report of the General Accounting Office review of "Assessing the Impact of the Teacher Corps Program at Northern Arizona University and Participating Schools in Arizona and New Mexico on the Navajo and Hopi Indian Reservations." We appreciate the opportunity to review and comment on the report, the conclusions and recommendations.

The report indicates that a very comprehensive review was performed and presents an accurate account of the strengths and weaknesses of the Teacher Corps Northern Arizona Program. The conclusions are sound and the recommendations are sufficiently objective to produce required remedial action to make the Teacher Corps Program more effective.

Detailed comments on the recommendations, together with the statements of actions to be taken to implement them, are set forth in the enclosure hereto. They are the product of a review of the report by cognizant Departmental and Office of Education staff and the responses from the Director of the Program at Northern Arizona University, the Dean of the School of Education, Department Chairman and local school officials associated with the program.

Sincerely yours,

James B. Cardwell
Assistant Secretary, Comptroller

Enclosure

APPENDIX III

Department of Health, Education, and Welfare
Comments Pertinent to the Draft of Report to the Congress of the United States by the Comptroller General of the United States on Assessing the Impact of the Teacher Corps Program at Northern Arizona University and Participating Schools in Arizona and New Mexico on the Navajo and Hopi Indian Reservations

The GAO recommended that the Secretary provide for the Office of Education to stay abreast of the progress of the University's study of the various ideas, experiments, and techniques used in the Navajo-Hopi program and encourage the University to incorporate in its regular teacher preparation curriculum those aspects which are found to be successful.

Department Comment

We concur in the recommendation.

The Director of Northern Arizona University (N.A.U.) as well as the Dean and Department Chairman informed us that "Teacher Corps courses, since last year, have been available to non-Teacher Corps personnel. After the GAO review ended a survey was done that indicated a need for additional offerings, which resulted in three additional courses available from the College of Education in September of 1970. Students other than Teacher Corps will also receive on site advisement."

Teacher Corps Washington, via its monitoring and technical assistance efforts, will encourage and assure evaluation in the 6th cycle of this project.

Northern Arizona University has submitted an impressive proposal for the 6th cycle which demonstrates planning to ensure program continuity as Federal funds are withdrawn and clearly overcomes the evaluation shortcomings noted by GAO.

The GAO recommended that the Secretary provide for the Office of Education to cooperate with the Arizona Department of Education in its plans to assume a more active role in disseminating information concerning successful experiments and teaching methods to other educational institutions in the State.

Department Comment

We concur in the recommendation but prefer to delay specific action until such time as the Arizona State Department of Education indicates it has staff time and personnel expertise to do the tasks outlined in the recommendation.

However, in the interim the Director of Northern Arizona University informed us that "The Dean of the College of Education encourages the State Department to visit, observe, and disseminate information of Teacher Corps and regular N.A.U. programs on the Reservation."

Also, the State Department indicated a new procedural set up has been initiated that will keep them alerted to activities, changes in the teacher training program at N.A.U., and hopefully, evidence from the field where the programs have been affected by the Teacher Corps.

Finally, before the signature from the State Department of Education goes on the final documents endorsing the 6th cycle program, the Department has requested the goals and objectives of the Teacher Corps program be sent to them for information and review purposes. A closer relationship is being established between the Arizona State Department of Education and the Teacher Corps program.

The Director at N.A.U. indicated the College of Education has begun a student teaching center at Dilcon Boarding School, a Cycle 4 School on the Navajo Reservation. The first non-Teacher Corps student teachers will be assigned there Spring Semester of 1971. Teacher Corps interns at the school will aid in orientation of the new student teachers.

APPENDIX IV

PRINCIPAL OFFICIALS OF THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE RESPONSIBLE FOR THE ACTIVITIES DISCUSSED IN THIS REPORT

	Tenure of office			
	From		To	
SECRETARY OF HEALTH, EDUCATION, AND WELFARE:				
Elliot L. Richardson	June	1970	Present	
Robert H. Finch	Jan.	1969	June	1970
Wilbur J. Cohen	Mar.	1968	Jan.	1969
John W. Gardner	Aug.	1965	Mar.	1968
ASSISTANT SECRETARY, EDUCATION:				
Vacant	June	1970	Present	
James E. Allen, Jr.	May	1969	June	1970
Peter P. Muirhead (acting)	Jan.	1969	May	1969
Lynn M. Bartlett	July	1968	Jan.	1969
Paul A. Miller	July	1966	July	1968
Francis Keppel	Oct.	1965	May	1966
COMMISSIONER OF EDUCATION:				
Sidney P. Marland, Jr.	Dec.	1970	Present	
Terrel H. Bell (acting)	June	1970	Dec.	1970
James E. Allen, Jr.	May	1969	June	1970
Peter P. Muirhead (acting)	Jan.	1969	May	1969
Harold Howe II	Jan.	1966	Dec.	1968
Francis Keppel	Dec.	1962	Jan.	1966

U.S. GAO Wash., D.C.